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# THE COMMONWEALTH OF MASSACHUSETTS

## BOARD OF REGENTS OF HIGHER EDUCATION

ROOM 1401, MCCORMACK BUILDING  
ONE ASHBURTON PLACE  
BOSTON, MASSACHUSETTS 02108-1696

1989 - 1990  
ANNUAL REPORT

### BOARD OF REGENTS LONG RANGE PLAN FOR PUBLIC HIGHER EDUCATION IN MASSACHUSETTS

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#### Introduction

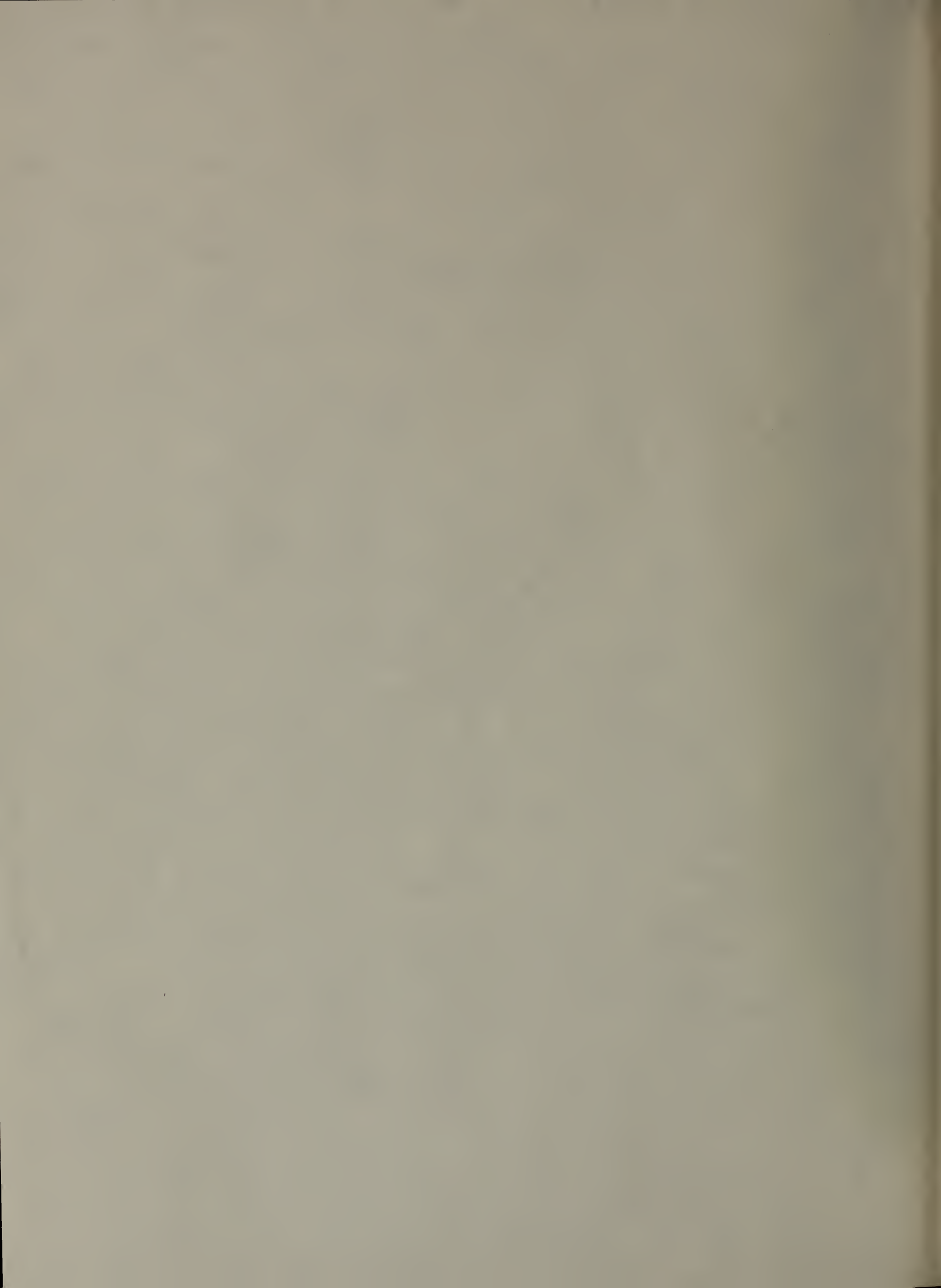
For the Massachusetts Board of Regents of Higher Education, the 1989-90 academic year (Fiscal Year 1990) was marked by external challenges and internal changes. The most pervasive circumstance was the worsening fiscal plight of the Commonwealth, which led to budget reductions for the Board itself and for the colleges and universities of the public higher education system. In addition, the Board experienced the loss of key staff members, notably its Chancellor, Dr. Franklyn G. Jenifer, and (at the end of the year) its chief academic and planning officer, Vice Chancellor Norma S. Rees, both to become university presidents; as well as substantial turnover among the Regents themselves. Despite these impediments to effective, consistent planning, the Regents nevertheless made significant progress on projects already under way, and took important steps toward development of a new systemwide long-range plan. This work will continue in 1990-91 under the leadership of Chancellor Randolph W. Bromery.

#### Task Force on Administrative Organization

In January 1990, Board of Regents Chairman Paul Tsongas convened a task force on the administrative organization of the Massachusetts system of public higher education. The sixteen-member panel, chaired by Regents William Thurston and Hassan Minor, is drawn largely from outside the system (Appendix A).

The charge to the Regents' Task Force was as follows:

To study the administrative organization and operation of the Massachusetts public higher education system and to recommend improvements to the Board of Regents that could significantly increase the quality, cost-effectiveness, and access of the overall system and its individual campuses so as to better serve the educational needs of Massachusetts citizens with efficient utilization of public and private funds.



The Task Force translated this charge into eight more specific questions which have guided its deliberations (Appendix B). Beginning on March 1, 1990, the Task Force has met twice monthly, and will complete its report by the end of the year. In addition to providing operational advice to the Board of Regents, the panel's findings are expected to inform ongoing work on the systemwide long range plan.

### **Further Development of the System Long Range Plan**

In addition to the efforts of the Task Force, work on development of the new Regents' Long Range Plan for Public Higher Education proceeded on other fronts. One area of particular concern for Board has been the "generic" or "segmental" mission statements for the community colleges, state colleges, and public universities; initially developed as part of the Board's original Long Range Plan. These statements constitute the basic framework of the public higher education system, and the most important guidelines from the Board for campus-level planning and program development. A re-examination and appropriate revision of the mission statements is therefore a key early step in the preparation of a new Long Range Plan for the system.

During 1989-90, separate processes took place within the three segments to refine these general mission statements. In each case, the respective presidents, through existing organizations where these existed, took the lead, with assistance from Regents' staff. The Community Colleges sponsored a series of six regional hearings throughout the state to elicit the views of various concerned constituencies and individuals, including members of local communities. A report summarizing the testimony is forthcoming, to be followed by further work on revision of the segmental mission statement itself. The State College Presidents commissioned a report by a group of faculty members on the future of their institutions, for transmittal to the Board of Regents in the Fall of 1990. The public university presidents and chancellors, who had no established organization, initiated joint discussion of issues affecting their segment.

### **Institutional Long Range Planning**

The legislation that created the Board of Regents and the institutional boards of trustees requires that "each board of trustees shall file an advisory institutional five year master plan with the [Regents] and shall file updates to that plan... in each year." In addition to complying with this statutory requirement, the comprehensive planning process is important both for institutional purposes and as a medium of communication between campuses and the statewide board.

In the initial five-year planning cycle, the Regents issued new guidelines each year for the annual updates. The generally





high quality of the campus plans submitted in the second cycle indicated that mature and effective planning processes were in existence on most campuses in our public system. For 1990, therefore, the Regents did not issue comprehensive guidelines for the annual update, but rather asked each college and university to submit a report produced through its own planning process. The Regents did recommend that, if possible, campus plans for implementation of The Undergraduate Experience recommendations be integrated with the comprehensive campus plan.

Several institutions that had not previously submitted new (second-cycle) five year plans completed their documents during 1989-90. In most cases, the delays resulted from presidential transitions, or from accreditation processes which occupied faculty and staff during the initial designated planning period.

### **The Future of the Massachusetts Maritime Academy**

In July 1988, the legislature requested that the Board of Regents study the feasibility of merging Southeastern Massachusetts University and the Massachusetts Maritime Academy. In response to that request, Chancellor Jenifer appointed a five-member Study Team charged not only to study the feasibility of merger, but also to evaluate more comprehensively the Academy's future. Consultants with expertise in maritime training, marine sciences, engineering, and administration assisted the Study Team in its work. In June 1989 the Regents, having received reports from the Study Team and the consultant group, requested two additional reports: a detailed plan for the Academy's future as an autonomous institution, from its Board of Trustees; and a more thorough study of the merger option, to be prepared by Regents' staff. Both the Academy's plan and the in-house merger study were completed in December. In February 1990 the Board of Regents voted to affirm the continuation of the Massachusetts Maritime Academy as a freestanding institution with a specific professional focus within the public higher education system; at the same time, the Regents established a number of targets for enrollment levels and diversity, and recommended various other steps to increase the Academy's effectiveness in service to the Commonwealth (Appendix C).

The one-year process of studying the Academy's future involved campus representatives, outside consultants, Regents' staff and, to a considerable extent, Regents themselves. There were, in addition, frequent instances of public participation in the process, both through the media and through a large volume of mail to Regents and others. The Academy emerged from this close scrutiny with broader recognition for its distinctive mission and strengths, with greater confidence in its future, and with a better defined sense of direction for the years ahead.





## Implementation of The Undergraduate Experience

For the Board of Regents, the 1988-89 year culminated in its adoption, in June 1989, of The Undergraduate Experience, the Board's first comprehensive statement on academic matters. In adopting that report, the product of 18 months' work by more than 60 people, the Regents committed themselves to 44 recommendations covering a broad range of policies, standards, and actions at both state and campus levels. During 1989-90 the Board of Regents and the colleges and universities of the public higher education system initiated the process of implementing the report's recommendations. That implementation will involve a variety of processes, with some ready for immediate action, many requiring extended consideration or phase-in, and several dependent upon completion of intermediate steps.

One major area of recommended action, that concerned with basic skills assessment and placement in developmental education, was identified as necessitating extensive further study. A statewide Basic Skills Assessment Working Group was established in 1989 to evaluate assessment methodologies in composition, reading, and mathematics being used or considered in the system. The Group, composed of faculty and staff with expertise in basic skills assessment and in testing and measurement, is completing guidelines for institutional use in pre-assessment. It is expected that during 1990-91 basic skills assessment programs will be piloted, and plans for required placement in developmental instruction will be completed.

For other recommendations the Regents' staff, in consultation with campus chief academic officers, developed a comprehensive implementation plan (Appendix D). This plan covers standards for associate and baccalaureate degrees; institutional reviews of general education, foreign language requirements, and expectations for student learning; institutional reviews of the baccalaureate major and elective components; assisting students to succeed; institutional effectiveness; need for additional resources; professional development and the improvement of teaching; and collection and dissemination of information. In some instances, the plan revises implementation schedules proposed when the initiative was adopted.

Colleges and universities were directed to report to the Board of Regents, by June 1990, on the implementation status and schedule for recommendations in the first two areas listed above, and parts of the third. Incorporation of these reports into the institutional comprehensive planning process is expected to offer a number of benefits: integration of Undergraduate Experience initiatives into long-range planning, coordination with efforts already under way; establishment of campus priorities; and reinforcement of connections among multiple objectives. Institutions unable to incorporate these issues into this year's long-range plans or updates were allowed to submit a separate report, with the understanding that a more comprehensive planning document would be forthcoming in 1991.





## Teacher Preparation

In November 1987, the Massachusetts Board of Regents of Higher Education and Board of Education adopted as policy the report of the Joint Task Force on Teacher Preparation (JTTP), which presented far-reaching recommendations for improving teacher education and certification processes in the Commonwealth. Since that time Regents' staff have worked closely with public and independent colleges and universities developing revised teacher preparation programs, and with colleagues from the Department of Education and the Massachusetts Advisory Commission on Educational Personnel to prepare new certification regulations.

Revisions to the Regulations for the Certification of Educational Personnel promulgated by the Board of Education on January 23, 1990, represented a major milestone in the JTTP implementation process. The regulations, which take effect in 1994, establish a two-stage certification process for all classroom teachers. Additional revisions affecting specialized certification and mentor teacher guidelines are under consideration. The Department of Education and the Board of Regents conducted a series of Regional Forums at which the revised regulations were reviewed, and colleges and universities shared planning ideas and described exemplary programs.

One of the key problems identified by the JTTP was a serious shortage of minorities in the teaching profession. The number of teachers of color throughout the nation and in Massachusetts is declining at an alarming rate, precisely at a point when the number and the proportion of African-American, Latino, and Asian-American students enrolled in public schools are rapidly increasing. While the availability of minority teachers is not by itself an educational panacea, it is without question a critical element in any public policy effort directed at educational reform of Massachusetts schools. Changing demographics at both state and national levels create the need to convey to all youth, regardless of racial or ethnic background, the reality of an increasingly multicultural society. Strong minority participation in the teaching force is an indispensable element in achieving the objectives of quality education for the Commonwealth's children.

The Statewide Committee on the Recruitment of Minority Teachers was appointed and charged on October 12, 1988, by Chancellor Franklyn G. Jenifer and Commissioner of Education Harold Raynolds, Jr., in response to a recommendation of the JTTP. The Committee was composed of teachers, school officials, state officials, community activists, and representatives of higher education and the private sector. Its report, The Recruitment and Retention of People of Color in the Teaching Profession in Massachusetts (Appendix E), was presented to the Chancellor and the Commissioner on March 27, 1990. The report makes 28 recommendations for specific action by the Board of Regents, the Board of Education, school systems, community





agencies, and the legislature. The Committee offers a comprehensive strategy to increase the presence of teachers of color in the Commonwealth, going beyond initial recruitment issues to stress retention of minorities in the profession.

### **Transfer Articulation**

The development of transfer articulation agreements between community colleges and baccalaureate colleges and universities within the public higher education system is a statutory responsibility of the Board of Regents. Articulation was an early focus of the Board's activity, culminating in the adoption of the first Commonwealth Transfer Compact in 1984. During 1988-89 the Regents' staff and institutional representatives prepared a revised Transfer Compact, building upon and strengthening the 1984 Compact, that marks a further step in facilitating the transfer of credit for students in the public system.

The revised Compact extends the potential for Transfer Compact status to students receiving the Associate in Science degree, in addition to Associate in Arts recipients covered by the 1984 agreement. It specifies a strengthened general education core, of which 35 credits are directly transferrable to fulfill baccalaureate general education requirements. A minimum of 25 additional credits will also be accepted by the receiving institution, and under ordinary circumstances transferring students will have to take no more than 68 further credits to attain the bachelor's degree. Beyond reducing the level of student uncertainty about transfer of credits, the Compact establishes the vital principle that transfer students within the public system shall be subject to the same requirements as native students (i.e., those who entered the receiving institution as freshmen).

The revised Commonwealth Transfer Compact (Appendix F) was approved by the Board of Regents in January 1990, and took effect immediately.

### **Program Review**

The statewide Institutional Program Review process, initiated in 1982 as an element of the Regents' original long-range plan, entered its second cycle. Under the plan, reviews of individual academic programs by outside evaluators will normally occur every ten years, with certain exceptions. During the FY90-FY94 cycle, these reviews will be required for: (a) programs which have undergone significant change since their review in the first cycle (for example, dramatic increase or decrease in enrollments or graduates); (b) programs which were scheduled to be evaluated during the first cycle but which, for various reasons, have yet to be reviewed; and (c) new programs, which are to be reviewed within three years of implementation at the community colleges and within five years at the state colleges and universities. (See schedule, Appendix G.)





For programs not subject to full review during this cycle, progress reports updating the detailed reviews of the first cycle are required. Also, as programs are reviewed during this cycle, four-year colleges and universities are to address relevant recommendations of the report of The Undergraduate Experience. These recommendations concern the structure of the baccalaureate major, the culminating experience, integration of general education and the major, expected time to the completion of the degree, and the extent of majors.

### **Capital Planning**

The fiscal circumstances of the Commonwealth continued to impede implementation of the Regents' long-range capital investment program during FY90. Several major projects did move forward, including new facilities at Middlesex Community College's Bedford campus and at the University of Massachusetts Medical Center, and key steps toward providing a permanent campus in Danvers for North Shore Community College. The Board of Regents is working with the Massachusetts Health and Educational Facilities Authority and with the system's presidents to explore alternative means of financing certain capital projects at public colleges and universities; this cannot, however, provide a substitute for full availability of the capital funds appropriated in the Higher Education Facilities Act of 1988.

### **Tuition Policy and Tuition Waivers**

Under terms of the Tuition Policy adopted by the Regents in 1988, an external review panel was convened to assess the implementation and success of that Policy. The group reported that because of changes in the appropriated funding patterns and the advent of tuition retention by the campuses, and in light of two years' experience with the Policy, certain amendments and reconsiderations are desirable (Appendix H). The Board and its staff expect to address these recommendations during 1990-91, in the context of a broader reassessment of the financing of public higher education.

Section 83 of Chapter 240 of the Acts of 1989 required the Board of Regents to "conduct a study of . . . tuition waivers, tuition exemptions and tuition remissions" in the public higher education system, recommending whether these benefits "should be eliminated or restricted." A report submitted to the legislature in April 1990 summarized the extent and costs of current waiver programs, and recommended their continuation, proposing that all undergraduate waivers consolidated into a single program and that new undergraduate waivers be entirely need-based (Appendix I).

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- A. Regents' Task Force on Administrative Organization:  
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- B. Regents' Task Force on Administrative Organization:  
Questions to Guide Task Force Deliberations
- C. Vote of the Board of Regents on the Future of the Massachu-  
setts Maritime Academy, February 6, 1990
- D. "Implementation Plan: The Undergraduate Experience"
- E. "The Recruitment and Retention of People of Color in the  
Teaching Profession in Massachusetts" (report of the  
Statewide Committee on the Recruitment of Minority Teachers)
- F. The Commonwealth Transfer Compact (January 1990)
- G. Program Review Schedule FY90 -- FY94
- H. "Report of the Tuition Review Panel" (March 1990)
- I. "A Study of Tuition Waivers, Exemptions, and Remissions"  
(April 1990)

Individual documents are available from the Board of Regents  
offices, Room 1401 McCormack Building, One Ashburton Place,  
Boston, Massachusetts 02108-1696; telephone (617) 727-7785.

